

Message Text

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17

ACTION EB-11

INFO OCT-01 EUR-25 ISO-00 CAB-09 CIAE-00 COME-00 DODE-00

DOT-00 INR-10 NSAE-00 RSC-01 FAA-00 IO-14 SS-20

NSC-07 L-03 H-03 PA-04 PRS-01 USIA-15 OIC-04 DRC-01

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R 052126Z JUN 74

FM AMEMBASSY OTTAWA

TO SECSTATE WASHDC 3628

INFO AMCONSUL MONTREAL

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MONTREAL FOR US REP ICAO

E.O. 11652: N/A

TAGS: ETRN, XX

SUBJECT: CIVAIR: EXCHANGE OF VIEWS RE MAJOR ISSUES AT
FORTHCOMING ICAO ASSEMBLY, MONTREAL, SEPTEMBER 24-OCTOBER 16,
1974

REF: (A) STATE 110330; (B) OTTAWA 1606

1. POSSIBLE EXCHANGE OF VIEWS DISCUSSED THIS WEEK WITH
BOTH EXTAF (ARMSTRONG) AND MOT (DODDS) WHO ARE QUITE
RECEPTIVE TO IDEA OF BILATERAL EXCHANGE BUT HESITANT ABOUT
(WITHOUT FLATLY REJECTING) MULTILATERAL ENDEAVOR.
ARMSTRONG POINTED TO ABSENCE OF A CLEARCUT PRE-EXISTING
FORUM FOR ORGANIZATION OF MULTILATERAL DISCUSSIONS AND
SUGGESTED INADEQUACY OF GENEVA GROUP AT MONTREAL IN VIEW
OF WIDE RANGE OF TOPICS TO BE DISCUSSED IN DETAIL.
DODDS' REACTION WAS MORE POLITICAL AND BASED ON CONCERN
THAT LDC'S WOULD FEEL LEADING AVIATION STATES WERE
ATTEMPTING PREORDAIN OUTCOME OF ASSEMBLY WHICH WOULD
PROVOKE RESENTMENTS SHOWING UP IN MANY AREAS.

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2. TCO ATTEMPTED ELICIT PRELIMINARY VIEWS ON FIVE TOPICS MENTIONED PARA 1 REF (A) BUT FOUND SOURCES UNWILLING COMMIT THEMSELVES RIGHT NOW. BASIC PROBLEM APPEARS TO BE THAT NEW INTERAGENCY BODY UNDER DODDS' CHAIRMANSHIP (DODDS IS SPECIAL ASSISTANT TO WALTER MACLEISH, DIRECTOR GENERAL OF CIVIL AERONAUTICS IN CANADIAN AIR TRANSPORT ADMINISTRATION, MOT) HAS BEEN CREATED TO DEAL WITH 1974 ASSEMBLY AND THAT CHANNELS ARE DIFFERENT FROM THOSE ROUTINELY USED FOR ICAO QUESTIONS WHERE CENTER OF GRAVITY IS IN BUREAU OF INTERNATIONAL AND ENVIRONMENTAL AFFAIRS, PART OF MOT'S EXECUTIVE OFFICE. NEITHER DODDS NOR ARMSTRONG HAVE HAD SIGNIFICANT ICAO BACKGROUNDS AND THERE IS A MEDLEY OF AGENCY AND OPERATING UNIT INTERESTS TO CONSIDER. NEW TASK FORCE HAS MET ONLY ONCE AND WILL MEET AGAIN JUNE 25 TO CONSIDER PRELIMINARY POSITIONS ON AGENDA ITEMS FOR WHICH ICAO DOCUMENTATION HAS BEEN ISSUED BY THAT DATE. DODDS SUGGESTED, THEREFORE, IT WOULD NOT BE UNTIL AT LEAST FIRST WEEK OF JULY THAT MEANINGFUL BILATERAL EXCHANGES OF VIEWS COULD COMMENCE.

3. EMBASSY SUGGESTS FOLLOWING POSSIBLE SCENARIO FOR BILATERAL EXCHANGE OF VIEWS WITH CANADA:

A) AS US PRELIMINARY VIEWS ON VARIOUS AGENDA ITEMS ARE DEVELOPED, A SUMMARY PAPER SHOULD BE SENT TO EMBASSY TO BE GIVEN DODDS FOR CIRCULATION TO HIS ORGANIZATION;

B) AFTER SEVERAL SUCH PAPERS HAVE BEEN PASSED AND TIME ALLOWED FOR THEIR DIGESTION, TCO WILL MEET WITH DODDS AND/OR OTHER GOC OFFICIALS AS APPROPRIATE FOR REVIEW OF SITUATION AND PRELIMINARY ATTEMPT AT RECONCILIATION OF VIEWS;

C) IF THERE ARE SERIOUS DIFFERENCES ON SPECIFIC ITEMS, A MEETING OF PRINCIPAL SUBSTANTIVE OFFICIALS MIGHT TAKE PLACE IN OTTAWA OR WASHINGTON.

4. WITH RESPECT TO POSSIBILITY OF A MULTILATERAL LIMITED OFFICIAL USE

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CONSULTATION, EMBASSY SUGGESTS ONLY THAT CONSIDERATION BE GIVEN TO OECD AS A POSSIBLE FORUM AND DRAWS ATTENTION TO ROLE OF ITS MARITIME TRANSPORT COMMITTEE IN RELATION TO UNCTAD SHIPPING COMMITTEE. OVERWHELMING MAJORITY OF COUNTRIES TO WHOM REF (A) HAS BEEN ADDRESSED ARE OECD MEMBERS AND CANADA MIGHT BE RECEPTIVE TO SUCH A FORUM. WE WILL NOT MAKE INQUIRIES THOUGH WITHOUT INSTRUCTIONS FROM DEPARTMENT.

5. CANDEL FOR ICAO ASSEMBLY HAS NOT YET BEEN FIRMED UP AND TCO GOT IMPRESSION FROM DODDS THAT THERE IS A MAJOR STRUGGLE UNDERWAY BETWEEN MOT AND EXTAFF AS TO WHICH ORGANIZATION WILL PROVIDE LEADER.

6. IN COURSE OF CONVERSATION WITH MOT CIVIL AVIATION SECURITY EXECUTIVE OFFICER (GRANT), TCO LEARNED THERE IS ALSO A POSSIBLE DIFFERENCE OF VIEW WITH EXTAFF OVER GOC POSITION ON AGENDA ITEM DEALING WITH INVITATIONS FOR AFRICAN LIBERATION FRONT TYPE ORGANIZATIONS TO ATTEND FUTURE ICAO ASSEMBLIES AND SPECIAL MEETINGS. EXTAFF WAS DESCRIBED AS MORE DISPOSED TO AGREEING TO ISSUE SUCH INVITATIONS WHILE MOT SEES THIS AS CONTRIBUTING TO WEAKENING OF ICAO'S TECHNICAL ROLE AND ADDING TO SECURITY PROBLEMS IN CONNECTION BOTH WITH INTERNATIONAL AIR TRAVEL AND AT MONTREAL (WHERE A NUMBER OF THESE MEETINGS WILL TAKE PLACE).

7. EXTAFF OFFICIALS AT HIGHER LEVEL THAN ARMSTRONG TELL US THAT SHOULD THERE BE PRESSURE TO INVITE GUINEA-BISSAU, IT MIGHT BE DIFFICULT TO OPPOSE IN VIEW GUINEA-BISSAU REPRESENTATION IN OTHER UN AGENCIES. EXTAFF HAS YET TO FOCUS FULLY ON THIS PROBLEM IN ICAO CONTEXT.
PORTER

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